

BEAVERTON CITY COUNCIL
REGULAR MEETING
APRIL 19, 2010

CALL TO ORDER:

The Regular Meeting of the Beaverton City Council was called to order by Mayor Denny Doyle in the Forrest C. Soth City Council Chamber, 4755 SW Griffith Drive, Beaverton, Oregon, on Monday, April 19, 2010 at 6:30 p.m.

ROLL CALL:

Present were Mayor Denny Doyle, Councilors Catherine Arnold, Betty Bode, Marc San Soucie and Cathy Stanton. Also present were City Attorney Alan Rappleyea, Assistant to the Mayor Randy Ealy, Finance Director Patrick O'Claire, Business Development Services Director Gary Brentano, Library Director Ed House, Human Resources Director Nancy Bates, Public Information Liaison Amy Miner, Police Chief Geoff Spalding, Court Administrator Kay Renfro, Judge John Mercer, Senior Planner Tyler Ryerson, Principal Planner Steve Sparks, and Recorder Debra Callender.

VISITOR COMMENT PERIOD:

*****EXCERPT FROM COUNCIL MINUTES*****

STUDY SESSION:

10085 2035 Transportation System Plan Update

Senior Transportation Planner Margaret Middleton introduced Chris Maciejewski and Garth Appanaitis from DKS Associates. She explained the Transportation System Plan (TSP) was developed through a State Transportation Growth Management Grant that terminated on December 31, 2009; since then City has contracted with DKS Associates for additional work because the plan was at the point of adoption. She said the final draft December 2009 TSP is now before Council for final review.

Chris Maciejewski, Transportation Engineer, DKS Associates, said the goal of the TSP Update was to incorporate the realities of system implementation. He said past updates looked at the city's needs but did not identify funding constraints or detailed priorities. He said the intent of this TSP Update was to provide a reasonably-funded plan with prioritized projects that can be implemented. He said they analyzed funding constraints, transportation revenues from the past five years, and revenue projections for the next 20 years, and determined that \$187 million would be available from various sources for capital improvements. He said in the past, the City had identified needs in excess of \$700 million, not including the major corridors. He said that necessitated focusing the project list down to find the best way to use the City's limited revenue. He said they looked at all state, county and city plans for Beaverton; then determined the best way to use that revenue throughout the city if all of the resources were put into the same

funding pot. He said the recommended prioritized projects were in the chapter on improvements plans. He added that the other projects were good ideas and should not be discarded because they cannot be funded out of the \$187 million. He said those projects were still in the TSP Appendix, should funding ever become available.

Maciejewski reviewed how the transportation modeling was conducted, using Metro's model, and working in conjunction with the Oregon Department of Transportation (ODOT), Washington County and Metro staff. He said the modeling revealed that eight key corridors within the city study area accounted for one quarter of the road-lane miles, but were equivalent to half the delay in the system. He said this was a disproportionate amount of delay and funding for improvements in these areas could make a big difference.

Maciejewski said the project list was analyzed to identify the projects that applied to these corridors and would have the most benefit. He said they looked at enhanced technology, such as adaptive signals, to better manage traffic demands. He said these low-cost improvements could realize five to 30 percent congestion improvements. He said the Planning Commission supported these first tier improvements. He reviewed the eight key corridors and the traffic congestion analysis of the traffic patterns, high-capacity transit, key generators of pedestrian and bicycle traffic, etc., (in the record). He said a high level of overlap among the generators indicated a high priority area, where the City would receive the most benefit from investing in improvements. He said the projects were prioritized based on feasibility, consistency, need and congestion benefit.

Maciejewski said from this they ended up with a revised projects list totaling \$177 million: \$19 million – pedestrian improvements; \$17 million – bicycle improvements; \$138 million – motor vehicle roadway projects. He said this was presented in the previous draft TSP. He reviewed in detail the changes made to the TSP (since the prior draft) as a result of working with the Planning Commission and why those changes were made (in the record). The changes were:

- 125th Avenue added as a high priority project
- Nimbus Extension was removed from the high priority list
- High priority right-turn-lane locations were identified
- Goals and policies were revised to put more focus on non-auto modes and provide a broader context to promote flexibility for the city to grow and adapt.

Councilor Stanton confirmed that Scholls Ferry Road was a state road, maintained by Washington County, and was on the County's financially-constrained list.

Maciejewski said through the review process, they felt the County was a bit over zealous on what would be listed on its financially-constrained list. He said they thought the funding levels within the City would be lower, which goes back to the concept of putting all the funds in one pot and figuring out the best way to spend it. He said making Scholls Ferry seven lanes did not satisfy the criteria and was no longer in the City's project list they recommended. He confirmed the same principles applied to Walker Road. He said Beaverton would need to take these recommendations and work with the County, ODOT and Metro to change the priorities and let Beaverton be the one to push how investments are made within the city.

Councilor Stanton confirmed with Maciejewski that Scholls Ferry Road and Walker Road improvements would not be funded 100 percent by the City.

Maciejewski stressed the City will need to work with Metro, the County and ODOT, to move this forward. Also, current development review practices and how concurrency is handled in the region will have to be studied carefully. He said the plan is to implement conforming land uses and they are planning for roads to be well above operation standards in the future. He said the concern is that if a conforming land use comes into the city, and there is no funded project to make the roads work, is that use going to be denied. He said a new way of handling development review has to be created for Beaverton and the rest of the region.

Councilor San Soucie noted that work was currently underway regionally and statewide to come up with ideas on that issue. He asked if the City was participating in that and if progress was being made toward a solution that the City can live with.

Maciejewski said he was working on a special technical committee to study the Transportation Planning Rule (TPR) and how that applies to rezone studies. He said the committee's objective was to review the TPR's flexibility and find ways to better balance development, economic sustainability, and maintain safety and mobility on corridors. He said they will also look at creative financing options and future growth. He said he has discussed with City, County and ODOT staff how other states and parts of the country do not apply concurrency to uses. He noted in downtown San Francisco there is a fixed street system and they do not widen roads that are surrounded by sky scrapers. He said if they are a conforming use, they are only required to provide access safety around the site (sidewalks, transit amenities); sites are allowed to develop if they are a conforming use which is very different from the concurrency applied in this area.

Maciejewski reviewed what this would mean for Beaverton. He said the last-adopted Regional Transportation Plan (RTP) had almost \$1 billion of improvements within this study area. He said when they modeled that for the roadways within the Beaverton, they looked at how many hours of delay would occur over the peak period. He said if each user was delayed one or two minutes at a signal or corridor over the entire city, that added up to a total of 16,500 hours of delay over one peak period. He said with the new list of projects, where they prioritized the major mobility corridors but spent less money, they found that by spending half as much money (\$465 million) they could perform about the same (in the record).

Councilor Arnold asked if a similar approach was being taken with the County and in other places.

Maciejewski replied that the County, ODOT, Metro and other jurisdictions were involved in the technical committee that reviewed this work. He said they would be making recommendations to them on the priorities but that may not correspond to their plans and they have not bought off on this project list. He said the County went through a similar process to prioritize its transportation improvement in the last year and a half, and DKS used some of the County's ideas to come up with this process. The County is applying similar approaches, but they do not necessarily align right now.

Middleton said the RTP was out for public comment now; the comment period closes the beginning of May so it would be helpful to submit the City's projects from the Draft TSP at this time. She said those projects could be used to move the discussion along and they were part of the development of the transportation plan. She said if it is put on the record, discussions can start on how to invest in Beaverton's transportation system.

Councilor San Soucie asked if this would be submitted to the County for consideration as it begins the update of its transportation plan, in response to the RTP.

Middleton said the City will participate in the County's update and submit input.

Councilor Arnold asked if this was cast in stone or if other projects come up, could there be swapping of projects.

Middleton said that the City has a good transportation plan based on the current land uses. She said that as the land use plan is refined through the civic plan effort, staff will understand what transportation changes are needed to accommodate such refinements. Then a traffic analysis will be done to see if any different transportation improvements are needed and the transportation plan revised as needed.

Maciejewski added that in doing the downtown strategic plan if major land use changes were identified that would affect the choices on network improvements and the City could potentially be looking at different funding levels. He said if the City added a lot of density, density might generate more revenues which would increase the funds available, and more projects could be funded while still remaining financially reasonable.

Councilor Stanton referred to Slide 10 of the PowerPoint and noted the orange color was not identified in the legend.

Maciejewski said the orange and red showed the intensity of use, red being more intense; it is the magnitude on that color spectrum of corridors that have more transit frequency than justified by surrounding land uses. The green areas indicate underserved transit frequency.

Councilor Stanton added that ODOT and the County suggested a double-left turn off of Hall Boulevard onto Greenway a number of years ago. She said that was not good because Greenway was already congested in the P.M. Peak, and that would mean having to funnel two lanes to one lane without totally grid locking both upper and lower Greenway. She said double turn lanes were wonderful if they go onto two streets, not just one. She said she appreciated the discussion on concurrency to conforming uses and with regional government doing the transportation overlay, it was really important to figure that out. She said she was amazed that in looking at the 2035 P.M. Peak Hours, Washington Square Regional Center does not change. She said she was looking forward to any RTP conversations as she did not know how that could be worked out.

Councilor San Soucie asked if a new set of Appendices was being produced in response to the model adjustments.

Maciejewski confirmed the Appendices were updated and posted on the City Web site.

Councilor Bode asked that a link be put on the City's Web site to the 125th Avenue Extension information as many people were interested in that.

Councilor San Soucie asked if the civic plan would have the same flexibility as the TSP so that regular updates occur every few years.

Middleton said the TSP was updated every two to four years as amendments are needed. She said the civic plan would be updated through the Comprehensive Plan Amendment process.

Councilor San Soucie noted the County has not done a ballot measure for the Major Streets Transportation Improvement Plan (MSTIP) since 1995 but it does continue to allocate General Fund monies to MSTIP projects on a six-year cycle. He asked when the next set of allocations would be developed and considered by the County.

Middleton said that information usually comes from the Washington County Coordinating Committee (WCCC) and staff has not heard anything on that yet.

Councilor San Soucie said the City should keep watch for when that comes up. He referred to the 125th Avenue Extension and noted that the TSP has many projects ranging from high to low priority. He said what it did not have was a methodology or process for deciding which projects are done first and how money is allocated. He asked what the process was for making decisions about the return on investments and the priority of projects. He said his concern was how the City would decide project priorities when the MSTIP or any other funding source becomes available.

Middleton said the MSTIP projects are decided by the WCCC and the City takes its projects forward through the Transportation Plan. She said another opportunity was the Capital Improvements Plan, as the City staff recommends and Council decides the priority on those projects. She said the City was trying to get additional federal funding for the Farmington Road Project (Murray to Hocken) and that was a current priority. She said the Rose Biggi Project was in design phase and the City has right-of-way and will be requesting subsequent federal funds for construction. She said that represented several millions of dollars for which the City was trying to find funding and each funding source has its own process. She said the TSP will help to obtain funding, along with Council direction. She said when an opportunity to request funding arises, it will be brought to Council to determine priority.

Councilor San Soucie said his question was what process would be used to determine priority. He said he knew the WCCC largely accepts the recommendation of the jurisdictions to the limits of the funding available; and if Beaverton has enough funding to submit two projects, the WCCC was not going to argue with the City about which two projects it submits—it will take the City's recommendation. He said the question for the City will be which two of the 14 projects on the list will be selected for that process; or which project will be submitted if there is another round of federal funding. He said the City needed to develop a prioritization method to make those decisions. He said it was important to figure that out, though it's not possible to do that at this meeting.

Maciejewski added that the information in the TSP and the phasing was done in five to ten year groups of projects. He said to create that they used the travel models from today to 20 years in the future, and scaled growth in the city in five year increments. In each of those five years, they looked at which corridors were failing first and prioritized projects for those corridors. He said they considered the cash flow of the revenue streams during that time to balance out the entire process. He said all of the motor vehicle, pedestrian and bicycle projects in the TSP have phasing based on that one criterion.

Councilor San Soucie added the City might want to figure out a mechanism for getting more input from the Council, Planning Commission and others, early in the development of the Capital Improvement Plan (CIP) for allocation of funds for CIP projects. He said in the future they may want to consider modification of the procedures to allow the Council to be the decision maker for transportation plan updates, rather than the Planning Commission. He said the Commission could make a recommendation to Council, but the Council would hold the public hearing and make the decisions. He said currently TSP updates are treated like Development Code updates; yet they are fundamentally different in the management of funding.

Councilor Stanton added to Councilor San Soucie's comments that not only the funding and allocation were different, but this was a policy choice. She said a discussion within the City on how to establish criteria for ranking projects would be interesting. She said she was on the 1988 TSP Update Committee and she spent most of her energies on the goals and policies. She said they would want to make sure that the goals were what the City really wanted. She added she appreciated the changes over the years—especially those for pedestrian and bicycle traffic—to clearly define the issues. She confirmed with Middleton that the goals and policies were last changed in 2008.

Councilor Bode asked that DKS share the assumptions and formulas used for growth and transportation with the City's planners. She said that no one could have predicted what has happened in the country over the last 24 months. She asked if the projection formula used was different from what DKS would have used 24 months ago, because things have changed dramatically. She asked that the information be shared with staff and she would follow-up with staff later.

Mayor Doyle asked what the next step in the process would be.

Middleton said this will go before the Planning Commission for a public hearing on May 26 for input. She said the comments from this session would be provided to the Commission. She said then it will go through the adoption process.

There was no further discussion.

*******END OF EXCERPT FROM COUNCIL MINUTES*******

COUNCIL NEW BUSINESS:

There was none.

ADJOURNMENT:

There being no further business to come before the Council at this time, the meeting was adjourned at 9:16 p.m.